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ABSTRACT

In accordance with the Education Amendments of 1976 (P.L. 94-482), this document contains the plans proposed by the National Institute of Education (NIE) for undertaking a thorough evaluation and study of vocational education programs in the United States. Divided into four parts, the plan addresses four areas which were mandated by P.L. 94-482: (1) a study of the distribution of vocational education funds in terms of services, occupations, target populations, enrollments, and educational and governmental levels and what such distribution should be in order to meet the greatest human resource needs for the next ten years; (2) an examination of how to achieve compliance with and enforcement of the provisions of applicable laws of the United States; (3) an analysis of the means of assessing program quality and effectiveness; and (4) a review and evaluation of programs funded under the consumer and homemaking education provisions of the law. The plan itself is designed to make certain that the undertaking will result in a description of the vocational education enterprise nationally and a systematic account of the changes in the vocational education enterprise that can be attributed to the Education Amendments Act of 1976. The following information is appended to this plan: the study mandate set forth by the Education Amendments of 1976; vocational education study budget estimates; and proposed time schedules for completing each section of the study. (BM)

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ED151581

A PLAN
FOR THE STUDY OF
VOCATIONAL EDUCATION

Transmitted to the Congress by the

National Institute of Education

December 30, 1977

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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C O N T E N T S

		Page
Introduction		iii
Part I.	Distribution of Vocational Education Funds	1
Part II.	Compliance with the Applicable Laws of the United States	11
Part III.	Means of Assessing Program Quality and Effectiveness	21
Part IV.	Review and Evaluation of Consumer and Homemaking Education Programs	29
References		37
Appendix A	The Study Mandate: Public Laws 94-482, 95-40	41
Appendix B	Budgets and Time Schedules	45

A PLAN FOR THE STUDY OF

VOCATIONAL EDUCATION

Introduction

The Education Amendments of 1976 (P.L. 94-482) reauthorize and amend the Vocational Education Act of 1963. That Act also charges the National Institute of Education with undertaking "a thorough evaluation and study of vocational education programs, including such programs conducted by the states, and such programs conducted under the Vocational Education Act of 1963, and other related programs conducted under the Comprehensive Employment and Training Act of 1973, and by the State Post-Secondary Commissions authorized by the Education Amendments of 1972." Section 523(b)[1] of the Education Amendments of 1976, which mandates the evaluation and study, directs that it shall include:

- A study of the distribution of vocational education funds in terms of services, occupations, target populations, enrollments, and educational and governmental levels and what such distribution should be in order to meet the greatest human resource needs for the next ten years;
- An examination of how to achieve compliance with, and enforcement of, the provisions of applicable laws of the United States;
- An analysis of the means of assessing program quality and effectiveness; and
- A review and evaluation of programs funded under the "Consumer and Homemaking Education" provisions of the law.

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[1]The full text of this Section, as amended, appears in Appendix A.

Section 523(b) also authorizes, but does not direct, the administration of up to "three experimental studies," funded by grants by the Commissioner of Education or the Secretary of Labor, if they are determined by the Institute to be necessary to carry out the first three required parts of the evaluation and study. There is no discussion of the nature of experimental studies in this Plan for the study, even though there is an intention to explore fully the prospects of having them conducted.

The Final Report of the study is to be submitted to the President and to the Congress not later than September 30, 1981, a year after an interim report is to be submitted. The study mandate also directs that these reports shall not be submitted to any review outside the Institute before their transmittal to the Congress.

The law prescribes that the funds made available to the Institute to conduct the four-year evaluation and study are not to exceed $1,000,000 a year. In addition, there is the requirement that 10 percent of the funds be used for "the review and evaluation of the effectiveness of" consumer and homemaking programs.

The mandate specifies that the study is to result in a variety of findings and recommendations bearing on different aspects of Federal policies that affect vocational education and related programs and their implementation. The recommendations may include suggestions for changes in existing legislation or for new legislation.

Authorization of existing vocational education legislation extends to 1982. The Congress clearly intended that the results of the study should contribute findings of fact, policy-relevant analyses, judgments, and insights that will assist in legislating on vocational education in the future. To this end, it is intended that the study will deal with issues and developments that are not specifically mandated. It will, therefore (1) be attentive to changes in legislation for related programs, such as the Comprehensive Employment and Training Act of 1973 and the Youth Employment and Demonstration Projects Act of 1977; (2) consider whether changes during the next four years in other domains of Federal policy, such as those concerned with national employment policy, poverty, the handicapped, social welfare, and vocational rehabilitation, for example, have implications for vocational education programs; (3) provide information on Federal expenditures on education and training through Federal departments other than Health, Education, and Welfare, and Labor, insofar as they represent additional forms of the Federal investment in skill acquisition and development; and (4) report on significant developments in vocational education policy at the state level.

As will be seen, the Plan itself is shaped to make certain that, in addition to the specific studies called for, the undertaking will result in two products:

- A description of the vocational education enterprise nationally--a "fact book" on vocational education--designed to illuminate sharply the Federal role in it; and

- A systematic account of the changes in the vocational education enterprise that can be attributed to the Education Amendments Act of 1976.

In keeping with the legislative mandate, the Plan for the study which follows is organized into four parts. Under each part there are set forth objectives of the particular study and the specific research projects deemed essential to achieve them. It should be emphasized here, as it is observed throughout the Plan, that, although the four parts are separately described, they are interrelated and mutually reenforcing.

PART I

DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Introduction

Concern with the lack of full and reliable information about the ways in which Federal, state, and local funds are used to realize the basic purposes of Federal vocational education policy is reflected in several provisions of the Education Amendments of 1976. It appears, for example, in the charge given jointly to the Commissioner of Education and the Administrator of the National Center for Educational Statistics to develop a new "national vocational education reporting system" (Sec. 161(a)(1)).

That concern is also the reason why, in the charge given to the NIE (Sec. 523(b)(1)) to undertake "a thorough evaluation and study of vocational education" and related programs, it is specified that the task "shall include: (A) a study of the distribution of vocational education funds in terms of services, occupations, target populations, enrollments, and educational and governmental levels and what such distribution should be in order to meet the greatest human resource needs for the next ten years . . . ."

In this section, we propose and describe research activities designed to provide the Congress with the information on the distribution of vocational education funds it called for. It should be noted that the findings from the inquiries proposed here will be pertinent to issues addressed in the other three parts of the overall study. So, too, will the research conducted for each of those parts contribute to a more accurate and better understanding of how the funds for vocational education are being used, and with what results, in relation to the major goals of Federal policy. Information about this central question has long been partial and uncertain. The 1974 report by the General Accounting Office states that "The Congress has observed repeatedly that information about vocational education is inadequate for the purpose of formulating public policy and ascertaining

whether . . . programs are working properly."[1]

In order to provide information on policy issues concerning the present and future distribution of Federal, state, and local funds for vocational education at all educational levels, we propose to conduct research that will include the following activities:

- A study covering all states to depict the levels and patterns in the distribution of vocational education funds by services, occupations, target populations, enrollments, and educational levels;
- A study designed to project human resource needs over the next decade and their implications for changes in the distribution patterns of vocational education funds;
- Analysis of the issues and problems associated with the distribution of vocational education funds to enable populations with special needs including the disadvantaged, the handicapped, persons of limited English-speaking ability, and women, to have equal access to vocational education;
- An effort to develop a model for simulating alternative ways of allocating vocational education funds in relation to the priorities of Federal policy; and
- Analyses of existing bodies of longitudinal data on educational and work experiences focused on the outcomes for students participating in vocational education programs.

A. Study Objectives

A new Federal role in vocational education was enunciated with the Vocational Education Act of 1963. The Education Amendments of 1976, amending the earlier statute, declares that it is the purpose of Title I, Part A of the legislation

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[1]Comptroller General of the United States, *What is the Role of Federal Assistance to Vocational Education*, p. 33.

> to assist States in improving planning in the use of all resources available to them for vocational education and manpower training by involving a wide range of agencies and individuals concerned with the education and training within the State in the development of the vocational education plans. It is also the purpose of this part to assist them--
>
> "(1) to extend, improve, and where necessary, maintain existing programs of vocational education,
>
> "(2) to develop new programs of vocational education,
>
> "(3) to develop and carry out such programs of vocational education within each State so as to overcome sex discrimination and sex stereotyping in vocational education programs (including programs of homemaking), and thereby furnish equal education opportunities in vocational education to persons of both sexes, and
>
> "(4) to provide part-time employment for youths who need the earnings from such employment to continue their vocational training on a full-scale basis,
>
> so that persons of all ages in all communities of the State, those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market, but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in postsecondary schools, will have ready access to vocational training or retraining...of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training." (Sec. 101).

Set-aside provisions in other sections of the law allocate certain proportions of the Federal funds allotted to each state so as to realize specific Federal purposes and to induce the use of state and local funds for the same ends. Thus, Section 110, titled "National Priority Programs," specifies the set-asides for persons who are handicapped, disadvantaged, and of limited English-speaking ability, emphasizing their needs to have equal access to vocational education. Section 140 also deals with the funding

provisions of "special programs for the disadvantaged . . . ." The concern with equal access to vocational education appears in provisions of the law designed to diminish sex stereotyping and sex discrimination. Other sections provide for the use of Federal funds to meet the vocational education and training needs of particular groups, such as new entrants into the labor force, the unemployed, high school leavers, and persons who require training in post-secondary institutions.

Another key dimension of the Federal role in vocational education since 1963 is found in the allocation of Federal funds to functions and services contributing to the improvement and greater effectiveness of vocational education at all levels. Thus, Sections 130-136 of Subpart 4 of Part A authorize funds for research and development; experimental, developmental, and pilot projects; curriculum development and improvement, vocational guidance and counseling; the training and retraining of vocational education personnel; the activities for overcoming sex stereotyping and bias. In this regard, the Federal role may be described as that of a change agent. Here Federal purposes and funds serve catalytic and leadership functions. Thus, they encourage innovation and provide resources to enable the states and localities to change, expand, and improve the vocational education and training systems and facilities that they control.

The Federal role in vocational education accepts the principle that the public school enterprise is a responsibility primarily of local and state governments. National policy intentions, consquently, are worked out through decisions made at the local and state levels. "Federal funds for vocational education," states a Congressional Budget Office Issue Paper, "are intended primarily to encourage and subsidize expenditures of state and local agencies for services of their own choosing."

Although the total volume of existing information about vocational education is very substantial, its delineation nationally in a comprehensive and balanced manner still remains to be achieved, and for a reason other than deficiencies and inconsistencies in the available data. That reason is that public school vocational and technical education at all levels differs from state to state in governance and organization management and information systems, programs and courses, ancillary services (including placement services for student leavers and completers), characteristics of student enrollments, fiscal resources, funding mechanisms, allocation methods and practices, and in still other respects.

Thus, some states distribute to LEAs the bulk of some Federal monies (Part B funds) on a formula basis, as does Oregon. In New Hampshire, by contrast, Federal funds are allocated to all schools on a formula basis. In a single state, the funding of vocational and technical programs may differ according to institution. Thus, in Ohio, vocational education programs in community colleges and one technical college are funded with tuition income and local, state, and Federal funds, but instructional programs are not funded with local monies in other technical colleges. In short, there is a publicly supported vocational education *enterprise* in the United States consisting of a variety of different systems.

Federal policies, as has been said, have sought to change these systems, but their effects in this regard, as well as upon students participating in their diverse programs and courses, have frequently been both uncertain and disputed. Determination of these effects is, of course, complicated by the fact that Federal policy for vocational education is only one of several policies affecting public educational systems. Knowledge about the consequences flowing from the significant changes in vocational education legislation made by the Education Amendments of 1976 will shed further light on the Federal role. Such knowledge will be essential when the Congress gives consideration to changing existing acts or formulating new legislation in 1982.

In summary, there are two needs. One is to contribute to a fuller and more reliable understanding of the effects of the Federal role in vocational education. The second is to establish a better information base and analytical capabilities than now exist for making Federal policy in the future. Between them, these needs define the broad objectives of this study.

They are: (1) to provide an objective and authoritative account of the ways in which the flow of Federal funds to the states affects the levels and flows of state and local funds for vocational education, and the extent to which combined expenditures from all three levels of government contribute to realizing the purposes of Federal policy; (2) to devise a means for estimating the consequences of changes in human resources needs in the future in the level of funding and in the patterns of distributing funds from Federal, state, and local sources in terms of services, occupations, target populations, and enrollments; and (3) to enhance understanding of the ways in which, and the extent to which, the work life experiences of individuals may be affected over the short- and longer-term by their participation as students in vocational education.

B. Study Projects

Broadly speaking, three kinds of activities will be pursued to achieve the primary objectives of this part of the study. One will focus on the analysis and synthesis of data on vocational education reported by Federal and state agencies, including those that will become available as the new "national vocational education and reporting system" (VEDS) becomes operational, and of information contained in existing and forthcoming special studies. (Illustrative of the latter are Project Baseline and the National Study of Vocational Education Facilities and Resource Utilization.) A second line of activity will take the form of systematic and continuing reviews, analyses, and syntheses of data presented in the plans, evaluative, accountability, and advisory reports, and audits required by different provisions of the Education Amendments of 1976. The third kind of activity will consist of five study projects.

Inquiries conducted for other parts of the study, as has been noted, will also contribute information on the manner in which vocational education funds are being used and with what results. They may also provide case materials showing the kinds of effects produced by changes in funding levels and patterns.

1. Quantitative Descriptive Study of the Distribution of Funds

The first step in this project will be to identify elements in available data sources and information systems that can be made compatible and usable in building a comprehensive data base. In spite of the familiar inadequacies and imperfections in the existing data sources, there is reason to believe that they can be more effectively mined than they have been to date to depict the decentralized public vocational education enterprise in all its variety and diversity.

A second task to be undertaken during the first year will be the selection of a sample of school units for study in depth, not only for quantitative descriptive data, but also for information about the strengths and weaknesses of, and the effects attributable to, specific programs and services. The third will be to conduct a pilot investigation in a small number of states. Its purpose will be to (1) determine whether, and what kind of, usable, additional quantitative descriptive data can be secured from LEAs and school units; (2) examine the relative merits, in terms of reliability and costs, of mail and field site surveys

for securing institutional-level data on the flows and uses of funds; and (3) test methodologies and instruments to be used subsequently.

During the first year, as in each succeeding year, the data in state plans, accountability reports, evaluations, and the like will be systematically examined to learn what they may contribute to a picture of the distribution and uses of funds. These examinations are also expected to provide information on state and local responsiveness to the purposes of Federal vocational education and of related policies, as well as on the effects upon vocational education of changes in state methods of financing education, such as those which have recently occurred in Florida, Utah, and elsewhere. They will also be used, insofar as possible, to help identify significant programmatic developments and cases of successful programs.

During the second year, a stratified sample of eight to twelve secondary and post-secondary institutions in each state will be developed on the basis of demographic, economic, and other factors affecting allocation decisions and fund distributions. Depending upon what is learned from the pilot study of the previous year, this national sample of between four hundred to six hundred institutions will be surveyed either by mail, with 10 to 20 percent of the sample being audited, or by site visits. The intention is to conclude the survey during the second year. The resulting data should provide a better understanding of the effects of the different methods states use to allocate funds and of the distribution of funds across individual school districts. Those data would be analyzed and meshed with data derived from other sources during the third year. Beginning in 1979, if present plans hold, information from VEDS will become available and would be used for comparative and cross-checking purposes. Audited VEDS information, it is believed, will not be available before the study is completed in 1981.

2. Case Studies on Meeting Special Needs

The problems associated with the goals of providing equal access to and the benefits of vocational education for persons with special needs have been widely recognized. These goals are emphasized and broadened in the Education Amendments of 1976 in sections dealing with the disadvantaged, the handicapped, persons of limited English-speaking ability, those requiring bilingual instruction, and women.

Vocational education has been sharply criticized for lacking adequate programs to meet the special needs of students who are

economically and academically disadvantaged or members of minority groups (Hamilton 1977). Recent national data on vocational education expenditures in school districts by family income level are not available. The deployment of state and local funds to programs serving the disadvantaged and the handicapped bears a different relationship to Federal funds than for all vocational education programs. For every Federal dollar spent on vocational education, some six to seven state and local dollars are being spent nationally. The ratio between the two in the case of programs for the disadvantaged, however, is two to one, and for the handicapped is one to one.

Before 1976, Federal legislation required 15 percent of the basic state grant to be set aside for the disadvantaged students. In the flow of funds to the local level, the purpose of the set-aside, however, was not being fulfilled. The 1976 Act raised to 20 percent the set-aside for disadvantaged students, and the effects of this increase will be a matter of interest to the Congress. So, too, will the contribution made by more national, data-based, and broadly participatory state and local vocational education planning to the reduction of high unemployment rates among younger members of the labor force.

Information collected for the quantitative descriptive project will be analyzed during the first three years to shed light on the extent to which vocational education programs do serve persons with special needs. During the third year, a set of community case studies will be undertaken to secure additional and detailed information. The communities selected will be characterized, among other things, by relatively low family income levels, high youth unemployment, and concentrations of minority populations. An effort will be made to learn about the interrelationships among special needs, types of and access to programs and services, and local labor market conditions and information. The community case studies should also provide opportunities for identifying exemplary programs and for securing information on CETA-vocational education coordination.

3. Projecting Human Resource Needs and Funding Levels and Distributions

The term "greatest human resource needs," as has been noted, has two dimensions and this study project will, to the extent possible, deal with both of them. One reflecting human resource development considerations, involves questions of skill acquisition by individuals in terms of their "needs, interests, and ability to benefit from" vocational education and training. This, of course,

is a concern of Federal vocational education policy. The other dimension is primarily economic in its implications. It involves questions about workers acquiring and developing occupational skills over the coming decade which will be needed by the society and demanded by employers. In short, this project will attempt to take into account the needs of both individuals and of labor markets in projecting the distribution of governmental funds for vocational education. To do this it will be essential to estimate investments in vocational education and training made through public policies other than education and by private sector employees. This will be one task of the project during the first year.

Occupational, manpower, economic, and social forecasting are specialized activities pursued in both the public and private sectors. They have resulted in a substantial body of literature ranging from quantitative, detailed occupational forecasts to qualitative studies of future changes in social structure and life styles.[2] The second task of this project will consist of a systematic review and systhesis of the information in the relevant literature. The outcome will provide the basis for a small conference of specialists in occupational, educational, and economic forecasting to be held at the end of the first year. Conference discussions will evaluate different projections and identify a small number of special studies that should be commissioned. During the third year, a similar small group of experts will be convened to develop a "best set" of human resources needs projections and develop their implications for the distribution of funds for vocational education in the future.

4. Simulation Model

This project will seek to design and test a prototype model for simulating the effects of changes in the distribution of vocational education funds at the Federal, state, and local levels. During the first year, there will be a review of appropriate simulation techniques and models and the feasibility of designing a prototype model will be estimated.

On the basis of the quantitative descriptive data on state allocation methods and practices, two states will be selected during

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[2]Examples of the first are the recent Bureau of Labor Statistics Study projecting future requirements for 241 occupations and the studies revising previous occupational projections (Carey 1976). For examples of the latter, see the bibliography in *The Study of the Future*.

the second year for testing and refining the prototype simulation model. The test, conducted with current actual state and local data, should serve to indicate the model's validity, accuracy, and sensitivity to systems changes. The project's primary task early in the third year will be to evaluate the usefulness of the model and the feasibility and costs of extending it to all states.

The resources available to the study preclude the possibility of constructing and testing a national simulation model. However, they should be adequate to determine through this project the feasibility of such a model and its usefulness for assessing probable outcomes of changes in the level of vocational education funding and of changes in allocation rules and procedures.

5. Evaluations of Outcomes

This project will consist of three tasks. One will be to review and synthesize the findings of the substantial number of studies on the short- and longer-term effects upon students participating in various types of vocational education programs and courses. The second task will be to review and synthesize the findings of research which use large-scale longitudinal national survey data to study such effects. There have been four major national longitudinal surveys during the past two decades which contain rich and only partially mined data on the educational and work experience of youth. They are: *Project Talent*; *Youth in Transition*; the *National Longitudinal Surveys of Labor Market Experience*; and the *National Longitudinal Study of the High School Class of 1972* (also known as the *Longitudinal Study of Educational Effects*). There are other large sample follow-up surveys which might be more fully exploited for studies of effects of participation in vocational education than there have been to date.

The results of these reviews will provide the basis for planning the third task, which is to be undertaken during the second and third years. It will consist of a small number of secondary analyses of appropriate data banks. In combination they will attempt to clarify the issues involved in ascribing short- and longer-term effects to student participation in vocational education and also to provide more definitive answers than now exist to key questions concerning such effects with respect to job placement, occupational and job changes, earnings, and the like. The intention is to integrate to the extent possible, during the fourth year, the results of these three tasks in a single report.

PART II

COMPLIANCE WITH THE APPLICABLE LAWS OF THE UNITED STATES

Introduction

This section sets forth the ways in which the "examination of how to achieve compliance with, and enforcement of, the provisions of applicable laws of the United States," called for in Section 523(b)(1) of the Education Amendments of 1976, would be carried out.[1]

The proposed research is designed to provide the Congress with information about three different but related kinds of issues. One is information about the level, degree, and consequences of formal compliance with the vocational education provisions of the Education Amendments of 1976 and related legislation. A second is information about the manner in which the recipients of Federal funds respond to the basic purposes of Federal policy. This represents a broader and less technical view of compliance. Here, the extent of correspondence between Federal policy intentions and legislative mandates, on the one hand, and state and local vocational policy and practice, on the other, is the critical measure. A third is fuller information than is now available on the factors that affect compliance and on the alternative means by which compliance with Federal legislation and regulations on vocational education might be achieved.

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[1]The research proposed takes the term "applicable laws of the United States" to include not only the Vocational Education Act of 1963, as amended, but also the relevant provisions of the Civil Rights legislation (in particular, Title VI of the Civil Rights Act of 1964), Title IX of the Education Amendments of 1972, Section 504 of the Rehabilitation Act of 1973, the General Education Provisions Act, and the Comprehensive Employment and Training Act of 1973, as amended.

In order to secure such information, we propose to undertake the following activities:

- To canvass all states for information about state constitutional provisions, legislation, regulations, fiscal accountability procedures, and organizational arrangements relevant to vocational education;

- To conduct case studies in ten states designed to provide information on state processes for establishing and administering vocational education policy, the interrelationship between Federal policy and administration and state systems of vocational education, and on changes in state and local vocational education funding and programs attributable to the Education Amendments of 1976;

- To analyze the Federal legislative and regulatory framework bearing upon state and local vocational education activities;

- To study the organizational and administrative means through which Federal vocational education and related policies are implemented at the Federal level, with particular emphasis upon the capabilities for securing compliance at the state and local levels;

- To analyze the experience of the Federal government with the issues and problems of compliance in three other Federal grant-in-aid programs for the purpose of comparison with vocational education; and

- To study the forms and extent of coordination effected between vocational education and Comprehensive Employment and Training Act programs (CETA).

Much of what will be learned in connection with the study of the distribution of funds, the analysis of the means for assessing program quality and effectiveness, and the review and evaluation of the effectiveness of consumer and homemaking education programs will be pertinent to issues and problems of compliance and enforcement. Thus, it should be emphasized that each of the other parts of the study will contribute to the treatment of this theme.

A. Study Objectives

The four primary objectives of the research on "compliance with and enforcement of, the applicable laws of the United States" are to provide the Congress: (1) with an increased understanding of the forms and degrees of state and local compliance with the Education Amendments of 1976 and the consequence for vocational education and related programs of such compliance; (2) with an increased understanding of the ways in which state and local conditions affect the implementation of Federal vocational education policy; (3) with an increased understanding of the Federal capacity for executing Congressionally-established vocational education policy; and (4) with an increased understanding of the means by which compliance with Federal legislative mandates can be achieved.

1. Compliance with the Education Amendments of 1976

The first objective of the study is to determine how the states and localities are responding to those provisions of the Education Amendments of 1976 that constitute high priorities in Federal policy for vocational education. Among these are the requirements for state planning, accountability, evaluation, and reporting. The Act specifies in detail the planning processes, and the participants in them, at the state level with the intention of creating a broadly participatory and rational, data-based, analytical planning activity (Anton 1977). Thus, the five-year plan required from each state is to be shaped in part by data produced by the National Occupational Information Coordination Committee (NOICC) and the State Occupation Information Coordinating Committee (SOICC). To realize this first research objective, it will be necessary to examine not only the conduct of a democratized planning process, but also, among other things, the way in which the NOICC and SOICCs affect the character and content of the five-year plan.

The legislation also requires each state to submit to the Commissioner of Education an annual program plan and accountability report, the filing of an annual program evaluation by the State Advisory Council on Vocational Education, and the conduct of evaluative activities by the U.S. Office of Education (USOE). In addition, the states are required to evaluate each federally-funded, local vocational education program at least once every five years. These several activities will be studied in order to determine whether they are carried out in compliance with the law and, more important, whether, and in what ways, they affect state vocational education programming.

Also of high priority are the various provisions of the legislation concerning the allocation of Federal funds and, therefore, of state matching dollars for such purposes as providing the disadvantaged, the handicapped, and those with limited English-speaking capability with equal access to vocational education. Other provisions compel the expenditure of a portion of Federal and state matching dollars in post-secondary institutions; require that Federal dollars supplement, and not supplant, state and local funds; and call upon the states to take account of the relative financial need of local education agencies and the concentration of low-income families and individuals in allocating Federal money to their local districts.

The fiscal requirements of the Education Amendments of 1976 are means for achieving broad social policy objectives. Consequently, we will be especially attentive in our research to the issues of equal access to vocational education opportunities for minorities, lower-income groups, and women. This central concern of Federal policy is one addressed by funding provisions. The implementation of provisions of the Act designed to eliminate sex stereotyping and discrimination will also be examined in this context.

2. Implementing Federal Vocational Education Policy--the State and Local Context

Administration of public vocational education in the United States is primarily the responsibility of state and local governmental agencies. Federal law, as has been noted, establishes fund allocation and state program planning and evaluation requirements. USOE, responsible for administering the law, issues program regulations and deals directly with the states, but not with local education agencies (LEAs). The states give operational meaning to Federal requirements, interpreting the Federal regulations and adding supplementary program requirements of their own. They approve local programs, enforce Federal and state regulations, and provide technical assistance to LEAs. Moreover, they are the sources of most vocational education funds, both directly and indirectly, through the taxing authority they grant to local districts.

States differ considerably in the requirements that they impose on LEAs and in the vocational education activities that they themselves support (Gentry 1977). In some, direct state funding greatly dwarfs Federal dollars and is also central to the maintenance of local programs. In others, local and Federal dollars play a more substantial role in local program budgets than do state funds. The variations in both funding and program activities make it essential to develop profiles of state and local approaches

to program administration. This will be accomplished in part by canvassing all fifty states for already available relevant legal, organizational, fiscal, and programmatic information and analyzing the materials. The state five-year plans, annual reports, SAVCE annual reports, and other official documents, together with the descriptive materials provided through the study conducted by Westat, Inc., for the USOE's Office of Planning, Budgeting, and Evaluation (OPBE), will also provide information for the state and local profiles of program administration.

To gain a deeper understanding of the factors affecting the ways state and local agencies administer vocational education programs and implement Federal policy, we propose to carry out case studies in ten states which will include six local units within each state. The states and local units will be selected on the basis of key geographic, demographic, fiscal, and organizational variables. The case study research will constitute a primary source of information for the first study objective, "Compliance with the Education Amendments of 1976." At the same time, it will provide information on the impact of state and local administrative, organizational, and policymaking processes upon the shaping of vocational education policy in general and the implementation of Federal policy in particular.

Research in other policy areas indicates that differences in state and local conditions have a significant bearing upon the implementation of Federal policy (Murphy 1974; Greenstone and Peterson 1973). The implementation of Federal vocational education policy is probably related to such factors as the quality of interaction among Federal, state and district organizations; the multiplicity of local agencies, programs, and districts involved; and the strength of local interests. Other relevant factors may be the existence of self-contained state and local vocational education departments; the degree of separation between Federal and state programs; the status of vocational education directors relative to other state and local program administrators and departments; and the degree of centralization of state and local educational planning activities (Kirst 1977). The case studies will shed some light on the influences exerted by such factors and on how they might be taken into account in the formulation of Federal legislation.

3. Implementing Federal Vocational Education Policy--the Federal Legal, Administrative, and Organizational Context

The capacity of the Federal government to implement policy is a crucial aspect of compliance. The first step in assessing that

capacity is an analysis of the Federal legislation and regulations. Their clarity, consistency, and comprehensiveness can profoundly affect the quality of Federal program administration and implementation. Moreover, laws and regulations are rarely self-explanatory or self-enforcing, and often there is room for considerable disagreement on how they are to be interpreted. Studies in other policy areas show that clear and uniform policy objectives are of critical importance in determining the manner in which a program is implemented (Downs 1967; Lowi 1969). Still other factors may affect the Federal capacity to implement vocational education policy, including administrative practices, consistency of direction, and clarity in organizational arrangements.

In examining the Federal structure for obtaining compliance we intend to look both at the manner in which the Bureau of Occupational Adult Education (BOAE) is organized and staffed to effect compliance and the activities of other relevant agencies within and, as necessary, outside the Department of Health, Education, and Welfare (DHEW). BOAE's capabilities and procedures for monitoring state performance and for assisting the states in understanding Federal law and regulations will be considered, as well as the ways in which it responds to perceived non-compliance. Our research will also examine the procedures used by and the experience of the DHEW Audit Agency and the Office of Civil Rights in DHEW in determining and effecting state compliance.

4. Understanding the Means for Achieving Compliance

The states and localities dominate in decisionmaking for and funding of vocational education. This situation has far-reaching implications for the range of differences in responsiveness to Federal policy and for the mechanisms for securing compliance. There are several possible means for securing compliance, including, for example, public criticism of the non-compliant, curtailing program funds, rewarding those in compliance, and creating dissemination networks for giving exemplary programs wide exposure. Some possible techniques for inducing compliance in Federal grant-in-aid programs have never been tried, and thus data on the relative effectiveness of different approaches to securing compliance is lacking. To benefit from other perspectives and broaden the information base, we propose to examine issues of compliance and enforcement in three other Federal grant-in-aid programs for the purpose of comparison with vocational education. Federal educational and employment policy areas will be considered for likely candidate grant-in-aid programs.

In the course of this research, we intend to study alternative means for inducing compliance and various outcomes and inquire whether

legal provisions and requirements of programs may in some cases operate as disincentives to compliance. We also intend to focus upon the incentives for complying with particular regulations, the extent to which regulations can and do achieve intended purposes, and to assess the utility of different enforcement mechanisms. Among the latter would be such unconventional means as reliance upon third-party program evaluators, the creation of state citizen committees directly concerned with vocational education, and action by parent groups.

Some policy objectives are more readily attainable through mandating compliance than are others. It appears one of the more difficult goals to achieve in this manner has been the coordination of programs funded and/or administered by different departments or agencies (Sundquist 1969; Seidman 1975). This is important, because different forms of coordination, interaction, and cooperation between vocational education and employment and training programs, organizations, representatives, and planning activities are mandated under the Education Amendments of 1976 and the Comprehensive Employment and Training Act of 1973, as amended. In the case of the latter, for example, 5 percent of the funds under Title I are to be used for the governors to support vocational education. The Youth Employment and Demonstration Projects Act of 1977 further fosters cooperation between vocational education and employment and training programs by encouraging coordination in planning and by setting aside funds to "be used for programs for in-school youth carried out pursuant to agreements between prime sponsors and local education agencies."

The theme of coordination is, perhaps, enunciated most fully in the charge given by the Education Amendments of 1976 to the National Advisory Council on Vocational Education (which is to have at least one member representing the National Commission for Manpower Policy). That is, to "identify after consultation with the National Commission for Manpower Policy, the vocational education and employment and training needs of the nation and assess the extent to which vocational education, employment training, vocational rehabilitation, and other programs under this and related Acts represent *a consistent, integrated, and coordinated approach* to meeting such needs . . . ." (Sec. 162(b)(4)(A), emphasis supplied.)

We will trace and assess the level and effects of coordination and cooperation between vocational education and employment and training programs, seeking to identify encouraging and discouraging factors. To this end, information will be secured through the ten case studies, from the evaluations and reports of responsible government agencies, the research by public interest organizations, and surveying a small sample of prime sponsors.

B. Study Projects

The various issues of compliance and enforcement already discussed will be addressed through six interrelated research projects. The first two are complementary and reinforcing and will provide a partial foundation for the projects that follow.

1. Inventory of State Legal, Administrative, and Fiscal Practices for Vocational Education

Information will be collected from each of the fifty states and other related jurisdictions about relevant state constitutional provisions, legislation and regulations for vocational education programs, current funding procedures, recent vocational education policy initiatives, and organizational arrangements for the administration of vocational education programs. Additional information will be drawn from state plans, accountability reports, SAVCE reports, the Westat facilities study, and other sources to provide profiles of the state legal and organizational framework for vocational education.

2. Case Studies in Ten States

Ten states that are regionally representative and differ in size, programs, and administrative structure will be selected for intensive case studies. Field work will be conducted in not less than six local districts within each state. If our resources for research permit, the field researchers would collect information on three separate occasions over a three-year period in each state. On this basis, the first round of data-gathering will involve approximately fifty days of research in each state (twenty days in the state capitol and thirty days in the six districts). The two subsequent rounds will each involve about twenty-five days of research in each state during each of the two succeeding years. If our resources are insufficient, field research will be conducted only during the first and third years.

The initial round of information-gathering will involve the review of records, collection of recent historical materials, observation of planning sessions (and where feasible, other relevant meetings), and extensive interviewing of state and local actors. The research will seek information essential for descriptive and analytical treatments of state policy formulation and program administration and implementation. The impact of the state legal and regulatory framework, state and local organizational

patterns, and inter-organizational relations on state policy and program activity will be of special concern.

The second round of field research would focus on state and local response to the legislative mandates and regulations of the Education Amendments of 1976. Particular attention would be given to assessing not only the level of response, but also the policy and program consequences. The third round of data collection would be designed to secure information showing whether or not the broader policy objectives reflected in the specific legislative mandates of the Education Amendments of 1976 were actually being achieved.

3. Analysis of Federal Legislative Framework

This project, planned for fiscal 1979, will involve an examination of Federal vocational education legislation and regulations since 1963. Current legislation and regulations will be examined for consistency and clarity and their impact upon program activity. Particular attention will be devoted to the implications for these matters that the multiple purposes of the legislation--education, training, promoting equity--have upon its implementation.

4. Study of Federal Capabilities for Implementation

This project, planned for fiscal 1980, will focus upon Federal implementation of vocational education policy as a critical dimension of compliance and enforcement. Particular attention will be paid to the manner in which the various Federal agencies involved--the Bureau of Occupational and Adult Education (BOAE), the DHEW's Office of Civil Rights, the DHEW's Audit Agency, OPBE, relate to state and local educational agencies and to each other. Among the issues to be examined will be clarity of communication, adequacy of coordination, and the like. Data will be drawn from a series of interviews with participants and the analysis of existing materials--DHEW Audits, BOAE Management Evaluation Reviews for Compliance, Office of Education responses to state plans, and the like.

5. Study of Compliance and Enforcement in Selected Federal Grant-in-Aid Programs

A study of the Federal experience with compliance and enforcement over the past decade with three other Federal grant-in-aid programs will be undertaken for comparison with Vocational

education. Particular attention will be devoted to specifying and analyzing those factors that encourage and discourage compliance with the enforcement of Federal policies. The information used in this study will come primarily from published studies and be supplemented by interview data. Additional information will be obtained through the case studies.

6. Vocational Education-CETA Coordination

The Department of Labor, the USOE, the U.S. Conference of Mayors, the National Governor's Conference, the American Vocational Association, and the National Advisory Council on Vocational Education are among the governmental and private organizations either reporting on or conducting research on Vocational Education-CETA coordination. We will use the information they and others will be producing and will supplement it with data secured first through small meetings and interviews with key individuals in fiscal 1978 and 1979. We also intend to conduct a sample survey of prime sponsor areas in fiscal 1981 to secure information on changes in levels and forms of coordination since 1977 and on the factors responsible for those changes.

PART III

MEANS OF ASSESSING PROGRAM QUALITY

AND EFFECTIVENESS

Introduction

This section proposes a series of inquiries into (1) the means relied upon for assessing the quality and effectiveness of vocational education programs; (2) the consequences flowing from such assessments; and, therefore (3) their utilities.

We take this to be called for by the statement in Title V, Part B, Section 523(b)(1) of the Education Amendments of 1976 that the study "shall include . . . (C) an analysis of the means of assessing program quality and effectiveness . . . ." These inquiries will center on the means used for assessing the instructional, but not the administrative, dimensions of vocational education programs. They will deal with the criteria involved in reaching judgments about program quality and effectiveness and, consequently, with how these ideas are made operational in vocational education. They will, moreover, seek to provide information on the uses and effects of the several criteria for assessing program quality and effectiveness specified in the 1976 Act.

The findings that will emerge from these inquiries will have implications for other parts of the study. The character of state evaluations of program quality and effectiveness, as well as their bearing upon program improvement, are an important facet of the study of compliance. Part (F) requires a direct evaluation of the effectiveness of federally-funded Consumer and Homemaking Education programs.

The activities we propose to conduct include:

- A review of existing information on how program quality and effectiveness are assessed at the Federal, state and local levels, as well as on

criteria, procedures, and instruments, designed to highlight the strengths, weaknesses, and potential utility of evaluative instruments and models;

- A conference on evaluation designed to elicit information on how the states plan to conduct the assessments of program quality and effectiveness called for under the 1976 Act;

- In-depth studies in ten states of assessments of program quality and effectiveness, the several uses made of such assessments, and the effects attributable to the evaluation provisions of P.L. 94-482;

- A survey of all states to collect less detailed but similar information which will permit the delineation of evaluation patterns nationally.

A. Study Objectives

The benefits of vocational education to students depend on the nature and quality of the programs and courses offered by the schools to which they have access. The Federal government cannot by statute administer programs at the school level, but the Congress can legislate so as to bring about changes in the system which, in turn, can affect program quality at the school and classroom level. The planning, evaluation, and accountability requirements of the Act are examples of such system changes intended to affect content, availability, and quality of programs. Realization of the study objectives which follow will shed light on the consequences of such system changes.

1. Assessment of Program Quality and Effectiveness as a Management Tool

The evaluation requirements in Section 112(b)(1) were written for the purpose of having "the states . . . assist local education agencies and other recipients of funds in operating the best possible programs of the vocational education . . . ." To this end, this section states that:

A. Each state shall, during the five-year period of the state plan, evaluate the effectiveness of each program within the state being assisted

with funds available under this Act; and the results of these evaluations shall be used to revise the state's programs, and shall be made readily available to the State Advisory Council; and

B. Each state shall evaluate, by using data collected, wherever possible, by statistically valid sampling techniques, each such program within the state which purports to impart entry level job skills according to the extent to which program completers and leavers:

i. Find employment in occupations related to their training; and

ii. Are considered by their employers to be well-trained and prepared for employment;

except that in no case can pursuit of additional education or training by program completers or leavers be considered negatively in these evaluations.

The clear intention of the law and the expectation of the Congress[1] are that the results of the evaluations will lead to revisions and improvements in program.

The first step toward securing information on the ends served by evaluations is to determine how assessments of program quality and effectiveness are conducted. Thus, the first objective of this study is to describe the means of assessing program quality and effectiveness and to ascertain whether the results of such assessments are used to manage or improve programs and with what results.

2. Criteria of Effectiveness

Assessing program quality and effectiveness is complicated by the variety of purposes and goals historically and currently associated with vocational education programs. These embrace such different objectives as contributing toward meeting the manpower needs of the nation, providing a motivation for schooling and learning, increasing the educational options open to students of

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[1]See House of Representatives Report No. 94-1085, 94th Congress, 2d Session, p. 38.

all ages, enhancing the opportunities for employment among new entrants into the labor force, and still others. The multiplicity of goals is reflected in the overall purpose of Federal grants to the states for vocational education which, as Section 101 of the 1976 Act states, is to assist them

> . . . so that persons of all ages in all communities of the States, those in high school, those who have completed or discontinued their formal education and are preparing to enter the labor market, those who have already entered the labor market, but need to upgrade their skills or learn new ones, those with special educational handicaps, and those in post-secondary schools, will have ready access to vocational training or retraining which is of high quality, which is realistic in the light of actual or anticipated opportunities for gainful employment, and which is suited to their needs, interests, and ability to benefit from such training.

Different goals and purposes establish different criteria and measures. Thus, a criterion of effectiveness in achieving the goal of meeting manpower needs of society could be employment in an occupation related to training or alternatively, competence and employability in the judgment of the employer. Section 104.402 of the Final Regulations which implements Section 112(b)(1) of the Act makes explicit the several different sets of criteria to be used by the states in meeting the requirements for evaluating "in quantitative terms the effectiveness of each formally organized program or project supported by Federal, State, and local funds." These vary according to whether the evaluations are in terms of "Planning and operational processes," "Results of student achievement," "student employment," and "additional services" provided to specified target populations.

The different criteria required by different goals and purposes could result in different evaluative findings with respect to program quality and effectiveness. The second objective of the study, consequently, is to examine the criteria being used to evaluate program effectiveness at the state and local levels and to determine what the consequences are of specifying particular criteria in the Act.

3. Evaluative and Related Requirements

Program evaluation, the usual means by which quality and effectiveness are assessed, is becoming an automatic adjunct of

Federal and state programs. Most Federal program legislation contains some requirements for evaluation and often multiple requirements. The Education Amendments of 1976 are no exception.

In addition to the evaluations required of the states in Section 112(b)(1), the Act also requires other evaluation, accountability, or data collection activities. Thus, each state advisory council is required to evaluate federally-assisted "vocational education programs, services, and activities" and to "prepare . . . an annual evaluation report . . . ." (Sec. 105(d)(2)(3).) Each state board is required to submit to the Commissioner of Education an annual accountability report which shows "the extent to which the tate during the fiscal year preceding . . . had achieved the goals of the five-year plan and the degree to which the uses of Federal, tate, and local funds proposed for that fiscal year in the plan have been complied with . . . ." The accountability report is also to summarize "the evaluations of programs required to be conducted by Section 112" and to describe "how the information from these evaluations has been, or is being, used by the State board to improve its programs." (Sec. 108(b)(2).)

In addition, the National Advisory Council on Vocational Education is directed to "conduct independent evaluations of programs carried out under this Act . . . ." (Sec. 162(b)(6).) In the new national education data reporting and accounting system required by the 1976 Act (Sec. 161(a)(1)), there is to be included "information resulting from the evaluations required to be conducted by Section 112 . . . ."

These and other similar requirements which distinguish the 1976 Act reflect long-standing policy concerns. They establish a set of requirements which calls for changes in existing state and local evaluation procedures and activities. The 1976 Act has already set in motion changes in evaluation efforts at the state level. Discerning just how the various and overlapping Federal requirements for evaluation will interact with one another, whether they will be complementary and reinforcing or conflicting and redundant, and what their combined effects on program quality may be constitutes the third objective of the study.

B. Study Projects

The objectives described above will be addressed by means of four projects: (1) an examination of the pertinent literature to be completed by July 1978; (2) a Conference on Evaluation to be held in the fall of 1978; (3) in-depth studies in ten states to be conducted during school years 1978-1980 and 1980-1981; and

(4) a survey of all states to be conducted during school year 1980-1981.

The purpose of the literature examination is to bring together what is known about how program quality and effectiveness have been assessed up to the present. The conference, the in-depth case studies, and the survey are designed to determine how quality and effectiveness are assessed as a result of the provisions of the Education Amendments of 1976 and also to answer questions about the utility and consequences of these and other assessments. In combination, the four projects will provide detailed as well as comprehensive information. The conference will enable us to learn early in the study about how the states plan to conduct program assessments. The in-depth case studies will enable us to learn how these assessments of quality and effectiveness are actually carried out and what use, if any, is made of them over time. The survey will generate similar but less detailed information for all states.

1. Review and Synthesis of Existing Information

Our intention is to synthesize existing information on program purposes, quality and effectiveness, and the means of assessing them. To do this we will review evaluations and related studies at Federal, state, and local levels for procedures and techniques as well as results. This will include a review and appraisal of evaluation models and instruments. Finally, we will describe pertinent projects being conducted elsewhere, such as that on evaluation models being developed by the Office of Planning, Budgeting, and Evaluation.

2. Conference on Evaluation

The purposes of this conference are: (1) to provide information on how states *intend* to conduct assessments of program quality and effectiveness; and (2) to learn how they propose to use these assessments. The conference to which the State Directors of Vocational Education will be invited will probably be held in the fall of 1978. The state directors will be asked to submit brief descriptions of their experience with assessments of program quality and effectiveness for the previous year and their plans for subsequent years. Sessions will be organized on selected exemplary systems of evaluation which could be used by others. The conference thus should provide sufficient information on the evaluation plans of states to permit the highlighting of significant patterns, problems, and key policy developments. A report on conference findings will be issued. More detailed information

on state evaluation systems and related compliance issues will be secured through intensive studies in ten states.

3. In-Depth Studies in Ten States

These intensive studies will provide detailed information on how program quality and effectiveness are assessed in selected states and what use is made of, or is planned for, these assessments. Because interviews will be conducted in two school years, 1978-79 and 1980-81, it will be possible to assess the consequences of the Education Amendments of 1976 on evaluation practices over that period. Five of the states studied will be the same five states selected for the compliance case studies. This overlap will enable us to obtain information at the same time on the evaluation processes, planning processes, and the accountability system. In consequence, we should be able to find out whether and how the results of evaluation affect the content of state plans. The five other states to be studied will be selected to provide information on developments in states with exemplary or otherwise distinctive evaluation processes.

Interviews will be conducted in each state with appropriate individuals at the State Department level, in the district office of four LEAs, in four secondary schools, and in four post-secondary institutions. Assessments of program quality and effectiveness are carried out in different ways in different states. It is also known that individuals most involved in assessing input and process variables used in determining program quality are frequently different from those responsible for assessing impact or outcome variables used in determining effectiveness. Consequently, the interviews will have to be conducted on the basis of full knowledge about the relevant parts of the state plans, accountability reports, SACVE evaluations, and other key documents.

4. State Survey of Evaluation Practices

The purpose of this survey, to be conducted in the fall of 1980, is to provide information on how program quality and effectiveness are assessed in all states and what use is made of the assessments. The information will be analyzed to delineate patterns in practices, problems faced and resolved, application of results, and the like. The intention is to survey selected LEAs, secondary, and post-secondary institutions in each state as part of the state survey to be conducted for the resources study.

PART IV

REVIEW AND EVALUATION OF CONSUMER AND HOMEMAKING EDUCATION PROGRAMS

Introduction

The studies proposed here examine (1) the extent to which Consumer and Homemaking Education (C&HE) programs are responsive to the requirements and intent of Federal legislation; and (2) the results of participation in C&HE programs for the learners. The findings of these studies, together with estimates of learner needs, will form the basis for recommendations for improving and redirecting federally-funded C&HE programs.

We take these objectives to be consistent with Section 523(b)(1) which states that the study to be undertaken by the NIE "shall include . . . (F) a review and evaluation of the effectiveness of [Consumer and Homemaking] programs funded under subpart 5 of Part A . . . and . . . [shall] make recommendations for the redirection and the improvement of programs at all levels funded under such subpart." It should be noted that C&HE programs appear to have been neglected in evaluation research on a national level and that systematic state level evaluations of the outcomes for learners participating in them are lacking.

Inquiries to be pursued will focus on the administration of C&HE programs at Federal, state, and local levels; on the correspondence between what is happening in the classrooms and the intent of Federal legislation; and on the learners actually being served compared to those with specific needs who should be served under the law. Findings from these inquiries will have implications for other parts of the study and, in turn, be enriched by the research on the distribution of funds, compliance, and the means of assessing program quality and effectiveness.

The studies we propose to conduct include:

- An examination of what the Federal government does in fulfilling its responsibilities for review, monitoring, and leadership in C&HE, and of how and why Federal administration for C&HE has changed over time;

- Analyses of how well the states carry out their management, leadership, and review functions in relation to the C&HE programs, with special reference to the contributions of their Advisory Councils on Vocational Education, the work of pertinent state administrative personnel, and the allocation of funds to ancillary services intended to assure excellence and innovation;

- A study of C&HE classes in a sample of schools designed to provide information on who is being taught, what is being taught in terms of learner needs, effectiveness of curricular and classroom teaching, and of the ways in which functions of management, review, and leadership are carried out locally;

- A study of the impact of C&HE programs intended to develop consumer and parenting skills upon three groups of learners: young adolescents, school-age parents, and adults in economically depressed areas; and

- An inquiry into the skills, information, and understanding that individuals will need to act as intelligent consumers and competent homemakers in the future, and into the sources and quality of information on consumer and homemaking functions available to different groups of people.

The findings of these several studies and inquiries will provide the basis for suggestions on "the redirection and improvement" of C&HE programs and also help answer questions that have been raised about the purposes, location, uses, and level of Federal support.

A. Study Objectives

A recurrent question is whether federally-funded C&HE programs provide a distinctive and needed function in the educational system, and, if so, whether this should be accomplished through

vocational education legislation. Embedded in this policy issue are a number of question, such as: What would be the consequences for C&HE, if Federal vocational education funds were no longer available? What would the consequences be if the provisions in subpart 5 were modified with respect to purposes, who should be served, and levels of funding?

The Federal government currently provides grants to the states which may be used "solely for . . . educational programs in consumer and homemaking education . . . at all educational levels for the occupations of homemaking including, but not limited to, consumer education, food and nutrition, family living and parenthood education, child development and guidance, housing and home management (including resource management), and clothing and textiles . . . ." The programs are intended to:

> . . . encourage . . . both males and females to prepare for combining the roles of homemakers and wage earners; . . . elimination of sex stereotyping in consumer and homemaking education . . .; give greater consideration to economic, social, and cultural conditions and needs, especially in economically depressed areas and . . . where appropriate bilingual instruction; . . . encourage outreach programs in communities for youth and adults giving considerations to special needs such as . . . aged, young children, school-age parents, single parents, handicapped persons, educationally disadvantaged persons, and programs connected with health care delivery systems, and programs providing services for courts and correctional institutions; . . . and . . . emphasize . . . ancillary services, activities and other means of assuring quality in all homemaking education programs, such as teacher training and supervision, curriculum development, research, program evaluation, special demonstration and experimental programs, development of instructional materials, exemplary projects, provision of equipment, and state administration and leadership. (Part A, Subpart 5, Section 150(b).)

The law requires the states to use at least one-third of the Federal funds "in economically depressed areas or areas with high rates of unemployment for programs designed to assist consumers and to help improve home environments and the quality of family life." In such areas Federal funds are to constitute 90 percent of the amount used, compared to 50 percent elsewhere.

There is no doubt about the intentions of the law. The content of federally-funded programs is to be shaped by current national and local economic, social, and cultural conditions and needs, including the need to prepare men and women for the dual roles of homemaker and wage earner. The programs are to be available to a wide spectrum of the population, but especially to those who might be expected to know the least about consumer and homemaking functions and be more vulnerable to the costs of imprudent consumer decisions or incompetent homemaking. The programs are expected to contribute to improving the quality of home environments, family life, and consumer decisions. Finally, through the ancillary services made available for *all* homemaking education programs, Federal funds are expected to have catalytic effects in improving the appropriateness and excellence of non-federally funded C&HE programs.

These intentions are broadly consistent with the mission of Federal support for C&HE since 1917. Nevertheless, knowledge about enrollments in these programs is partial and inadequate. Even less is known about the content of the programs. Virtually nothing is known on a national level about the benefits accruing to those who participate in them. The most recent national study of C&HE secondary school programs was conducted in 1959 and published in 1962 (Coon 1962). States have interpreted accountability requirements as applying to occupational programs providing labor market skills and, consequently, have not routinely collected information on the consequences of participating in C&HE programs. One result of this situation is that there is no way of contrasting the disparate views of C&HE programs and their worth with objective and nationally representative data about their content and effects. And the perceptions vary greatly. Some people believe that the programs consist of courses in which girls make brownies and aprons, but do not acquire the skills needed for fulfilling the dual role of homemaker and wage earner. Others believe that most programs being offered are commensurate with the expectations expressed in Federal legislation regarding the content and availability of consumer and homemaking education.

Considerable Federal support has gone into a delivery system for C&HE. Federal funds have been used to help develop college programs for training educators in home economics, human ecology, and family life. They have helped purchase facilities and equipment. Federal funds have supported curriculum development and the acquisition of technical competence in curriculum preparation. They have sustained supervisory and administrative C&HE organizations at the state level and, within some states, regional C&HE administrative and technical assistance systems. In some school districts, C&HE supervisors are supported through Federal funds and the costs of some classes are funded with Federal

money. Federal funds have also been invested in exemplary and innovative programs intended to be at the leading edge in providing services essential for improving the quality of homemaking and consumer skills. Finding out how responsive this delivery system for consumer and homemaking education is, in fact, is the starting point for the "review and evaluation" of C&HE programs called for by the Congress.

The primary objectives of the studies proposed, therefore, are to find out about (1) system responsiveness in terms of who participates, what is being taught, and the innovativeness of programs; (2) the effects of participating in the programs measured by the acquisition of consumer and homemaking knowledge, skills, and abilities; and (3) the character of and needs for such knowledge, skills, and abilities in the future.

B. Study Projects

These objectives will be addressed through five projects: (1) an examination of the Federal-State management, review, and administration of C&HE programs, to be completed by December 1980; (2) a study of who is being served with what kind of programs in a sample of local C&HE programs at the secondary, post-secondary, and adult levels, to be completed by June 1981; (3) an evaluation of the short-term effects of participation in parenting education and consumer education programs for young adolescents, school-age parents, and adults living in economically depressed areas, due by June 1981; (4) a study projecting what people from different groups will need to know in 1982 and beyond in order to be intelligent consumers and competent homemakers, to be completed by June 1980; and (5) an investigation into how different groups of people currently acquire consumer and homemaking information, skills, and abilities from sources other than C&HE programs, to be completed by June 1981.

1. The Responsiveness of the C&HE System to Congressional Intent--Federal and State Administration

Federal funds can be used to support Federal employees charged with national leadership, review, monitoring, adulting, and other administrative responsibilities. At the state level, Federal funds can support not only administrators, the SACVEs, and the work of the state boards, but also a wide variety of ancillary services intended to assure excellence in all C&HE programs.

Responsiveness to Congressional intent will be assessed through in-depth studies of the C&HE program plans submitted between 1972 and 1979 from ten states; the Federal responses to these plans; Federal monitoring and administration, organization, and audits of the C&HE component; and the organization and administration of C&HE in these states, including allocation of C&HE resources. The findings will speak to the degrees to which the Federal and state administrative systems seem to be responsive to the intent of Congress. They will also indicate how much change in administration and monitoring, review, and leadership appears to have occurred between 1972 and 1979.

2. The Responsiveness of the C&HE System to Congressional Intent--Local Administration and Programs

An intensive study of a minimum of five sampling regions in each of ten states will seek information for all Federally-supported C&HE programs within each sampling region on the following items: who is being served relative to the eligible population in the area; the correspondence of program objectives to the social, economic, and cultural needs of the area's eligible population; what is happening in the classrooms with regard to curriculum and teaching; and how the local C&HE administrative, review, monitoring, and innovative functions are carried out.

These on-site studies will also examine the relationship of Federally-funded to non-Federally-funded C&HE programs and local processes of planning and evaluation for C&HE. Local records will be used to study changes between 1972 and 1980 concerning who is served, programs offered, and the encouragement of excellence and innovation at the local level. The study should yield direct, observational information on the responsiveness of the local system, the change characteristics of local programs, and the time required for change in local administration and operational functions.

3. The Effectiveness of C&HE

One test of the effectiveness of consumer and homemaking education programs is whether they have measurable short-term effects on learners. This study will seek to evaluate the immediate effect of participation in programs designated as outstanding for three groups given emphasis in the 1976 legislation. These groups are young adolescents, school-age parents, and adults living in economically depressed areas. Activities receiving particular attention in the 1976 legislation--namely, consumer and parenting education--will be studied. A minimum of six selected programs will be studied. Data from such outstanding programs will provide an "upper limit" assessment of the immediate benefits of participation. What students learn will be assessed through formal

testing, interviews, observations, unobtrusive measures, and in other ways to determine initial and subsequently acquired skills, abilities, and competencies. Procedures and measures used in this assessment will be made available to other local sites outside of the sample which volunteer to cooperate by conducting their own evaluations on the effects of C&HE programs and making the resulting data available to the study.

4. Projecting What People Will Need to Know in 1982 and Beyond to be Intelligent Consumers and Effective Homemakers

Demographic, economic, and social trend data, and pertinent research findings will be analyzed to estimate the kinds of skills, knowledge, and abilities different groups of people are likely to need by 1982 and subsequently in order to act as intelligent consumers and competent homemakers. This inquiry will synthesize information drawn from survey data, projections of the educational consequences of most likely alternative futures, and current literature on relevant social problems and issues.

5. How People Acquire Consumer and Homemaking Information, Skills, and Abilities from Sources Other than C&HE Programs

Between about 1940 and 1970, almost all girls were required to enroll in some home economics courses. During this decade, C&HE courses have tended to become optional rather than required. In addition to these courses, individuals may also encounter a range of other formal and informal learning opportunities. Among them are programs offered to the young by such organizations as Scouts, 4-H clubs, and FHA/HERO chapters; parenting education courses available through hospitals, churches, and community centers; information on consumer- and homemaking-related topics provided by radio, television, newspapers, books, magazines, and still other media, and, perhaps most important, friends and families. Through an analysis of the information available in the sample communities in the ten-state study, we will be able to describe what consumer, homemaking, and related information is available and to whom, and also assess whether the content is conflicting, compatible, or unrelated to that of the C&HE programs. Findings from this study should help put in perspective the role of C&HE programs as a primary source of organized information and skills, as well as throw light on the relative weight to be assigned to other influences which shape consumer and homemaking behavior.

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APPENDIX A

THE STUDY MANDATE: EDUCATION AMENDMENTS OF 1976, AS AMENDED, PUBLIC LAWS 94-482, 95-40

Sec. 523.(b)(1) In addition to the other authorities, responsibilities, and duties conferred upon the National Institute of Education (hereinafter in this section referred to as the "Institute") by section 405 of the General Education Provisions Act, as amended by this Act, the Institute shall undertake a thorough evaluation and study of vocational education programs, including such programs conducted by the States, and such programs conducted under the Vocational Education Act of 1963, and other related programs conducted under the Comprehensive Employment and Training Act of 1973 and by the State Post-Secondary Commissions authorized by the Education Amendments of 1972. Such a study shall include-

(A) a study of the distribution of vocational education funds in terms of services, occupations, target populations, enrollments, and educational and governmental levels and what such distribution should be in order to meet the greatest human resource needs for the next 10 years;

(B) an examination of how to achieve compliance with, and enforcement of, the provisions of applicable laws of the United States;

(C) an analysis of the means of assessing program quality and effectiveness;

(D) depending on the level of funding available to the Institute, not more than three experimental studies to be administered by the Institute, in cases where the Institute determines that such experimental programs are necessary to carry out the purpose of clauses (A) through (C) and the Commissioner of Education and the Secretary of Labor are authorized, not withstanding any provision of any other law, at the request of the Institute, to approve the use of grants which educational or other agencies are eligible to receive

under such Acts (in cases where such agencies agree to the uses of such grants), in order to carry out such experimental programs;

(E) findings and recommendations, including recommendations for changes in such Acts or for new legislation, with respect to the matters studied under clauses (A) through (E); and

(F) a review and evaluation of the effectiveness of programs funded under subpart 5 of part A of the Vocational Education Act of 1963 (as such Act is in effect on October 1, 1977), and to make recommendations for the redirection and the improvement of programs at all levels funded under such subpart.

(2) The Institute shall make an interim report to the President and to the Congress no later than September 30, 1990, and shall make a final report to the President and to the Congress no later than September 30, 1981, on the result of its study conducted under this section. Any other provision of law, rule, or regulation to the contrary notwithstanding, such reports shall not be submitted to any review outside of the Institute before their transmittal to the Congress, but the President and the Commissioner may make to the Congress such recommendations with respect to the content of the reports as such may deem appropriate.

(3) Sums made available pursuant to section 102 of the Vocational Education Act of 1963 (as such Act is in effect on the date of the enactment of this Act) and sections 102 and 103 of the Vocational Education Act of 1963 (as such Act is in effect on October 1, 1977), shall be available to carry out the administrative and direct cost requirements of the provisions of this subsection concerning the National Institute of Education. These funds shall not exceed $1,000,000 per year for each of the fiscal years ending prior to October 1, 1981. Ten per centum of the funds made available under this section shall be made available for purposes of carrying out the provisions of paragraph (1)(F).

(4)(A) The Institute shall submit to the Congress, within 10 months after the date appropriations become available to carry out this section, a plan for the study to be conducted under this section. The Institute shall not commence such study until the first day after the close of the first period of 30 calendar days of continuous session of the Congress after the date of the delivery of such plan to the Congress.

(B) For purposes of subparagraph (A)-

(I) continuity of session is broken only by an adjournment of the Congress sine die; and

(II) the days on which either House is not in session because of an adjournment of more than 30 days to a day certain are excluded in the computation of the 30-day period.

APPENDIX B

Vocational Education Study Budget Estimates
(In 000's of Dollars)

	FY 78	FY 79	FY 80	FY 81
I. Distribution of Vocational Education Funds	340	475	580	445
II. Compliance with the Applicable Laws of the United States	193	242	95	242
III. Means of Assessing Program Quality and Effectiveness	315	163	0	158
IV. Review and Evaluation of Consumer and Homemaking Education Programs	152	120	325	155

Distribution of Vocational Education Funds Budget Estimate
(In 000's of Dollars)

Research Projects	FY 78 Research Activity	FY 78 Budget Estimate	FY 79 Research Activity	FY 79 Budget Estimate	FY 80 Research Activity	FY 80 Budget Estimate	Research Activity
1. Quantitative Descriptive Study of the Distribution of Funds	Examine extant data; establish data base; plan pilot study	220	Conduct pilot study; review state plans; initial Report	250	Conduct survey; review state plans; interim Report	220	Review state plans; Final Report
2. Case Studies on Meeting Special Needs			Select contractor; begin review of extant literature	40	Conduct case studies; analyze relevant data from survey	80	Final Report
3. Projecting Human Resource Needs and Funding Levels and Distributions	Select contractor; review literature; convene conference	90	Conduct analysis and synthesis of relevant data	140	Reconvene conference participants to review analysis; Final Report	75	
4. Simulation Model	Select contractor; review literature	30	Develop specifications for model; select states for design model	30	Develop and test model in two states	130	Further anal Final report
5. Evaluations of Outcomes			Select contractor; review extant studies and data	15	Report on data sources; analysis of data	75	Final Report

Compliance with the Applicable Laws of the United States Budget Estimate
(In 000's of Dollars)

Research Projects	FY 78 Research Activity	FY 78 Budget Estimate	FY 79 Research Activity	FY 79 Budget Estimate	FY 80 Research Activity	FY 80 Budget Estimate	Research Activity
1. Inventory of State Legal, Administrative, and Fiscal practices for Vocational Education	Review of extant materials; study design; mail requests for information; synthesis of data	35					
2. Case Studies in Ten States	Study design; site visits; initiation of field work contract	105	Field work and preliminary analysis	174	Field work and interim analysis; interim Report	55	Field work Final Repor
3. Analysis of Federal Legislative Framework	Select contractor; study design	20	Conduct analysis; Final Report	15			
4. Study of Federal Capabilities for Implementation					Study design; conduct field work	40	Final Repor
5. Study of Compliance and Enforcement in Selected Federal Grant-in-Aid Programs			Select programs for comparison; conduct analysis; Final Report	45			
6. Vocational Education-CETA Coordination	Literature synthesis; review reports; convene meeting	33	Initial Report	8			Survey prim sponsors an vocational cation auth Final Repor

Means of Assessing Program Quality and Effectiveness Budget Estimate
(In 000's of Dollars)

Research Projects	FY 78 Research Activity	FY 78 Budget Estimate	FY 79 Research Activity	FY 79 Budget Estimate	FY 80 Research Activity	FY 80 Budget Estimate	Research Activity
1. Review and Synthesis of Existing Information	Review relevant literature and state evaluations; Final Report	60					
2. Conference on Evaluation	Set conference agenda; conference; Final Report	76					
3. Case studies in 10 States	Prepare questionnaire; prepare for field work	179	Conduct field work	86	Continuation	0	Conduct fie and Final R
4. State Survey of Evaluation Practices			Let contract; prepare questionnaire	77	Continuation	0	Conduct fie and Final R

Review and Evaluation of Consumer and Homemaking Education Programs Budget Estimate
(In 000's of Dollars)

Research Projects	FY 78 Research Activity	FY 78 Budget Estimate	FY 79 Research Activity	FY 79 Budget Estimate	FY 80 Research Activity	FY 80 Budget Estimate	Research Activity
1. The Responsiveness of the C&HE System to Congressional Intent: Federal and State Administration	Select contractor; draw initial sample; develop research instruments	22	Conduct site visits; complete field work	45	Final Report	25	
2. The Responsiveness of the C&HE System to Congressional Intent: Local Administration and Programs	Select contractor; develop Phase I study instruments	55	Draw sample of State and school districts; refine data collection instruments	15	Conduct field study	150	Final Report
3. The Effectiveness of C&HE	Select contractor; define criteria for selecting outstanding programs; solicit nominations of outstanding programs	45	Select sites	15	Conduct case studies of outstanding programs; site visits; collect student data	105	Conference o study outco Final Repor
4. Projecting what People Need to Know in 1982 and Beyond to be Intelligent Consumers and Effective Homemakers	Awards made for studies of learner needs, current resources for learning and C&HE policy seminars	30	Priliminary reports submitted; awards made for integrative policy studies	30	Submission of final reports from awards; conferences and workshops; Final Report on project	30	
5. How People now Acquire Consumer and Homemaking Information, Skills, and Abilities from Sources other than C&HE Programs			Initiate pilot study of procedures and methods	15	Conduct field work in conjunction with study No. 2	15	Final Report

TIME SCHEDULE

DISTRIBUTION OF VOCATIONAL EDUCATION FUNDS

Project: Quantitative Descriptive Study of the Distribution of Funds	
May-December 1978	Examine existing data and compile into single data base.
June 1978	Select school unit sample.
July 1978-March 1979	Conduct pilot study of districts.
October-December 1978	Review state plans.
July 1979	Interim report and results of pilot study; assessment of needs for survey.
October-December 1979	Review state plans and related reports.
January-April 1980	Conduct survey of school unit sample.
October-December 1980	Review state plans and related reports.
September 1980	Interim Report on results of school survey.
October-December 1980	Integrate data from all sources and prepare Final Report.

Project: Case Studies on Meeting Special Needs	
September-December 1979	Review and analyze extant data for individuals and groups with special needs.
January 1980	Select small number of communities for case studies.
February-May 1980	Conduct case studies.

June-July 1980	Analyze case study data and other data.
August-October 1980	Prepare Final Report.

Project: Projecting Human Resource Needs and Funding Levels and Distributions

May-July 1978	Review literature, extant models, etc.
September 1978	Conduct invitational conference for 12-20 experts.
October 1978-October 1979	Conduct independent analyses, trend projects, and forecasts.
November 1979	Convene conference participants to discuss results.
December 1979-March 1980	Prepare Final Report.

Project: Simulation Model

July-October 1978	Review of literature, modeling techniques, etc.
November 1978-March 1979	Specification for design of prototype model.
April-June 1979	Negotiations with states to select two-state feasibility study.
July 1979-March 1980	Develop and test model in states.
April-July 1980	Prepare feasibility report.
August-October 1980	Examine requirements for expanded national model, if feasible.
December 1980	Report on national model and resources needed for implementation.

Project: Evaluations of Outcomes

March-July 1980	Review extant studies and data.
September 1980	Interim report on what can be learned from existing studies.
October 1980-February 1981	Reanalysis of selected data banks.
May 1981	Final Report on finding of evaluations with vocational education resources.

TIME SCHEDULE

COMPLIANCE WITH THE APPLICABLE

OF THE UNITED STATES

Project: Inventory of State Legal, Administrative, and Fiscal Practices for Vocational Education	
February 1978	Begin in-house review of available documentary material; consult with National Association of State Directors of Vocational Directors of Vocational Education; prepare list of documents and reports to be gathered.
March 1978	Review materials from Westat, Inc., study.
April 1978	Prepare request for proposals.
June 1978	Select contractor.
July-August 1978	Contractor reviews sources of information; works with State Directors of Vocational Education and other key individuals to obtain cooperation in conducting field work.
September 1978	Mail requests for information.
December 1978	Draft Final Report.
February 1979	Final Report.

Project: Case Studies in Ten States	
February-April 1978	Prepare request for proposals.
July-August 1978	Select contractor.

September 1978-February 1979	Draw samples of states and districts; work with Chief State School Officers, State Vocational Education Directors, Local Education Agencies; conduct site visits; establish field work procedures.
March-April 1979	Field work at state level focusing on state administration of vocational education.
July 1979	Begin drafting first report on state and local administration of vocational education.
October 1979	Complete first report on state and local administration of vocational education.
December 1979-February 1980	Conduct additional state and local field work focusing on the impact of the Education Amendments of 1976.
March 1980	Begin drafting interim report on the impact of the Education Amendments of 1976.
July 1980	Complete interim report on the impact of the Education Amendments of 1976.
September-November 1980	Conduct final field work on the impact of the Education Amendments of 1976.
December 1980	Begin drafting final report on state administration of vocational education and the impact of the Education Amendments of 1976.
March 1981	Complete final report on state administration of vocational education and the impact of the Education Amendments of 1976.

Project: Analysis of Federal Legislative Framework

June 1978	Prepare request for proposal.
August 1978	Select contractor.
September 1978	Jointly determine research and analysis priorities.

October-November 1978	Contractor reviews Federal legislation and regulations.
December 1978	Draft Final Report.
February 1979	Complete Final Report.

Project: Study of Federal Capabilities for Implementation

August 1979	Prepare request for proposal.
October 1979	Select contractors.
November 1979	Jointly determine research and analysis priorities.
December 1979-June 1980	Conduct field work.
July 1980	Draft Final Report.
October 1980	Complete Final Report.

Project: Study of Compliance and Enforcement in Selected Federal Grant-in-Aid Programs

November 1978	Selection of three related programs of Federal assistance to state and local government for use in comparative analysis.
January-June 1979	Conduct research.
July 1979	Draft Final Report.
September 1979	Complete Final Report.

Project: Vocational Education-CETA Coordination

April-June 1978	Review Federal, state, and local documents on CETA Vocational Education.
July 1978	Convene meeting of CETA-Vocational Education researchers.

November 1978	Prepare initial report on CETA-Vocational Education coordination.
October 1980	Select contractor for survey of sample of prime sponsors.
November 1980-January 1981	Field work.
February 1981	Draft Report on sample survey.
March 1981	Contractor submits Final Report on sample survey.

TIME SCHEDULE

MEANS OF ASSESSING PROGRAM QUALITY AND EFFECTIVENESS

Project: Review and Synthesis of Existing Information	
February 1978	Begin review of literature and data sources. Obtain all evaluations or other assessments of program quality and effectiveness done at Federal and state levels and at selected local levels as well as model procedures.
June 1978	Draft Report.
July 1978	Final Report on this Project.

Project: Conference on Evaluation	
February-November 1978	Work with National Association of State Directors of Vocational Education to publicize conference, set the agenda, secure evaluation plans from State Directors, and select states to make presentation.
November 1978	Conference on Evaluation.
June 1978	Issue Report on Conference.

Project: Case Studies in Ten States	
June 1978-March 1979	Prepare and field test questionnaires; draw sample of ten states as well as LEAs, secondary schools, and post-secondary institutions; work with State Directors of Vocational Education and other key individuals to obtain their consent to conduct field work; establish field work procedures.

April-May 1979	Conduct first round of field work.
October-December 1980	Conduct second round of field work.
March 1980	Draft Report.
June 1981	Final Report on this Project.

Project: State Survey of Evaluation Practices

October 1979-October 1980	Prepare questionnaires; draw sample of states, LEAs, secondary and post-secondary institutions, work with State Directors of Vocational Education and other key individuals to obtain their permission to conduct field work.
April 1980	Field test questionnaires.
October-December 1980	Conduct field work.
April 1980	Draft Report.
June 1980	Final Report on this Project.
August 1981	Final Report on Analysis of Means of Assessing Program Quality and Effectiveness.

TIME SCHEDULE

REVIEW AND EVALUATION OF CONSUMER AND HOMEMAKING

EDUCATION PROGRAMS

Project: The Responsiveness of the C&HE System to Congressional Intent--Federal and State Administration	
September 1978	Initiate pilot study in five states and one community within each state; develop methods and measures.
March 1979	Report from the pilot study; select ten states for study, five of which will overlap with the states studied in the compliance and evaluation sections.
September 1979	Initiate study of Federal and state administration, including review of plans and activities since 1972.
September 1980	Draft report.
December 1980	Final Report.

Project: The Responsiveness of the C&HE System to Congressional Intent--Local Administration and Programs	
March 1980	Draw sample of communities in ten selected states; obtain consent for field work; establish procedures.
October 1980	Conduct field work.
February 1981	Draft Report.
June 1981	Final Report.

61

Project: The Effectiveness of C&HE	
May 1978	Develop procedures for identifying outstanding programs; initiate pilot test of measures and methods.
January 1979	Complete selection of outstanding programs; obtain clearances from EDAC, OMB, and other groups for the methods and measures.
September 1980	Initiate field work.
February 1981	Draft Final Report.
June 1981	Final Report.

Project: Projecting What People Need to Know in 1982 and Beyond to be Intelligent Consumers and Effective Homemakers	
June 1978	Initiate reviews of the social, economic and demographic trend data; reviews of the research literature.
June 1979	Initial reports.
June 1980	Final reports, incorporating, if possible, NAEP data.

Project: How People Now Acquire Consumer and Homemaking Information, Skills, and Abilities from Sources Other Than C&HE Programs	
March 1979	Initiate pilot study of procedures and methods.
March 1980	Report from pilot study.
October 1980	Conduct field work in sites selected for project.
February 1981	Draft Report.
June 1981	Final Report.